

City of Lee's Summit

Development Services Department

May 3, 2019

TO: Planning Commission

PREPARED BY: Jennifer Thompson, Planner

CHECKED BY: Hector Soto, Jr., AICP, Planning Manager
Kent D. Monter, P.E., Development Engineering Manager

RE: **Continued Public Hearing #PL2019-071 – PRELIMINARY DEVELOPMENT PLAN – Paragon Star Village, approximately 36 acres generally located at the northeast corner of NW View High Dr. and I-470 Hwy; Paragon Star, LLC, applicant**

Commentary

This preliminary development plan is for “Paragon Star Village”, a mixed use development generally located at the northeast corner of NW View High Dr. and I-470 Hwy. The plan is composed of sixteen lots and one tract on approximately 36 acres. The proposed development includes a mix of uses totaling 630,500 sq. ft. of retail, restaurants, drive-thru restaurants, medical office, general office, an entertainment venue, hotels, and multi-family residential. The proposed multi-family component consists of a residential development that include a 4-story apartment complex and a four story mixed-use building with retail/restaurant uses occupying the first floor and apartment units occupying the second, third, and fourth floors.

A design guideline handbook has been provided for this development addressing the overall vision for the development. The design guidelines cover the site design, exterior building materials, transparency of storefronts, building articulation, and streetscape. The proposed architectural theme provides a variety of texture, color and form representing a more modern and contemporary development. Proposed materials include: stone, brick, textured architectural panels, faux wood, fiber cement board, and stucco EIFS. The color palette consists of light and dark grays, browns, and transparent/translucent storefront glazing.

The applicant requests a modification to the parking lot setbacks and height of the parking lot pole lighting. Staff supports the requested modifications. The applicant also requests approval of architectural metal panels as a conditional material.

- 50.4% impervious coverage – overall – 80% maximum recommended impervious coverage
- 49.6% open space – overall – 20% minimum recommended open area
- 0.40 FAR (floor area ratio) - overall
- 2401 parking spaces required - overall
- 1843 parking spaces provided – overall (alternate parking plan)

Recommendation

Staff recommends **APPROVAL** of the preliminary development plan, subject to the following:

1. A modification shall be granted to the 20 foot parking setback, to allow 0-foot parking setbacks as shown on the preliminary development plan dated April 4, 2019.
2. A modification shall be granted to the ~~15-foot and 20-foot~~ 24-foot parking lot pole lighting height maximum, to allow a maximum height of 28 foot (above finished grade) for parking lot pole lighting.

3. Architectural metal panels shall be allowed as a conditional material as described in the design guideline handbook, date stamped April 4, 2019.
4. The developer shall execute a mutually satisfactory development agreement with the City, which addresses, at a minimum, the waterline improvements, the location and construction of pedestrian trails, and the road improvements recommended in the Transportation Impact Analysis dated April 18, 2019. No building permits shall be issued for any structure in the development until written proof is provided to the City that the development agreement has been recorded in the Jackson County Recorder of Deeds Office.
5. The development shall be in accordance with the preliminary development plan, dated April 4, 2019. Design standards shall be as shown in the Paragon Star Village Design Guidelines Handbook, date stamped April 4, 2019.

Zoning and Land Use Information

Location: approximately 36 acres generally located at the northeast corner of I-470 and NW View High Dr.

Zoning: PMIX (Planned Mixed Use District)

Surrounding zoning and use:

North (across The Little Blue River): Kansas City, R-80 (Residential 80) — residential and agricultural uses

South (across I-470 Hwy): AG (Agricultural) and R-1 (Single-family residential) – vacant undeveloped land and single-family residences in the Cedar Creek subdivision

East (across The Little Blue River): PMIX (Planned Mixed Use District) — proposed Paragon Star Soccer Complex

West (across NW View High Dr.): Kansas City, R-80 (Residential 80) — residential and agricultural uses

Site Characteristics. The undeveloped property sits at the northeast corner of I-470 and NW View High Dr. The site is relatively flat overall, but does have some significant topographical changes in the vicinity of the site’s northwest corner. The Little Blue River meanders through the property.

Description and Character of Surrounding Area. The subject property is bounded to the west by large acreage residential parcels located in Kansas City; large acreage parcels to the east owned by Jackson County; I-470 to the south; and large acreage parcels to the north located in Kansas City that are under the ownership of the subject applicant.

Project Information

Current Use: vacant, undeveloped property

Proposed Use: mixed use commercial and residential development

Land Area:

- 3.64 acres (158,558 square feet)—Lot 7
- 1.00 acres (43,560 square feet)—Lot 9
- 0.47 acres (20,473 square feet)—Lot 10
- 0.30 acres (13,068 square feet)—Lot 11
- 0.24 acres (10,454 square feet)—Lot 12
- 0.22 acres (9,583 square feet)—Lot 20
- 1.83 acres (80,150 square feet)—Lot 19
- 2.16 acres (95,832 square feet)—Lot 18

0.37 acres (16,117 square feet)—Lot 15
 14.22 acres (619,423 square feet)—Lot 5
 0.59 acres (25,700 square feet)— Lot 6
 1.16 acres (50,530 square feet)— Lot 8
 1.32 acres (57,499 square feet)— Lot 13
 7.82 acres (379,408 square feet)— Lots 14, 16 & 17
0.30 acres (13,068 square feet)—Tract C
35.78 acres (1,558,577 square feet)—total

Building Area:

354,850 square feet—multi-family/restaurant/retail (Lot 7)
 70,000 square feet—restaurant/retail/office (Lot 9)
 60,000 square feet—medical office (Lot 10)
 12,000 square feet—live entertainment (Lot 11)
 14,500 square feet—restaurant/retail (Lot 12)
 1,800 square feet—restaurant (Lot 20)
 72,000 square feet—hotel (Lot 19)
 44,000 square feet—hotel (Lot 18)
1,350 square feet—drive-thru restaurant (Lot 15)
630,500 square feet—total

Number of Lots: 16 lots and 1 common area tract

Number of Dwelling Units: 390 (Lot 7)

FAR (Floor Area Ratio): 0.40—overall

Public Notification

Neighborhood meeting conducted: March 21, 2019

Newspaper notification published: March 23, 2019

Radius notices mailed to properties within 185 feet: March 20, 2019

Process

Procedure: The Planning Commission makes a recommendation to the City Council on the proposed preliminary development plan. The City Council takes final action on the preliminary development plan.

Duration of Validity: Preliminary development plan approval by the City Council shall not be valid for a period longer than twenty-four months from the date of such approval, unless within such period a final development plan application is submitted. The City Council may grant one extension not exceeding twelve (12) months upon written request.

Unified Development Ordinance

Applicable Section(s)	Description
2.260, 2.300, 2.310, 2.320	Preliminary Development Plan
8.250	Parking Lot Lighting
8.620	Parking Lots
8.170	Design Standards

Comprehensive Plan

Focus Areas	Goals, Objectives and Policies
Economic Development	Objective 2.2 Objective 2.3
Overall Area Land Use	Objective 1.1 Objective 1.2 Objective 1.4 Objective 1.5
Commercial Development	Objective 4.1 Objective 4.2 Objective 4.3
Residential Development	Objective 3.2 Objective 3.3 Objective 3.4

2005 Comprehensive Plan, as amended. Greenway Master Plan.

In 1998, the Lee’s Summit Parks and Recreation Board completed its first comprehensive study of greenways and trails throughout Lee’s Summit. The original plan depicts a 40-mile greenway loop and approximately 110 miles of connector routes that consist of greenways, streamways, multi-use trails, and on-road bicycle facilities. The plan was revisited and revised in 2006, and is presently undergoing a second revision overseen by the City of Lee’s Summit Park’s Department.

The key concept of the greenway plan is the *40-mile loop* that connects the major parks, lakes and streamways in and adjacent to Lee’s Summit. Regional connections provide access to adjoining communities and to the network of approximately 100 miles of trails, sidewalks and bike routes which connect virtually every Lee’s Summit neighborhood, businesses and the historic downtown to the loop.

As part of the greenway planning process, it was determined that “blueway” concepts should also be integrated into the plan. This includes the identification and development of access to water corridors (lakes, rivers, and streams) that can be used for recreation (canoeing, kayaking, etc.).

The Paragon Star Village Development is unique in that the Little Blue River winds its way through the property, and is in close proximity to future trail connectivity via the Rock Island Railroad Corridor and the future Little Blue Trace Trail. The Paragon property has also been envisioned through the City’s Greenway Plan and other regional plans, to have a future-connecting trail system within its property boundaries, especially considering the presence of the Little Blue River. A trail connection through the Paragon property and potentially under I-470, connecting to other planned trails identified by Jackson County and the City of Lee’s Summit Parks Department greenway plans, could potentially provide a greenway, blueway, and or a streamway trail connection to Longview Lake and eventually the Rock Island Spur of the Katy Trail.

Staff supports the City’s Greenway Master Plan and the planning principles outlined within the study. Although at this time there is some uncertainty of exact trail connection points, location of trailheads, trail construction methods, trail pathways, and future connections across I-470, staff can at least agree this development has an opportunity to fulfill the vision of the City’s Greenway Master Plan, and other regional plans. Staff recommends “trail easements” be provided at such

time the future greenway, blueway, streamway trails are determined to best connect and serve as their intended use through the Paragon property.

Background

- December 31, 1964 – The subject property was a portion of several properties annexed into the City of Lee’s Summit.
- September 20, 1994 – The City Council approved a rezoning (Appl. #1994-002) from District AG (Agricultural) to District C-1P (General Commercial, Planned) by Ord. #4045.
- October 20, 1998 – The City Council approved a final plat (Appl. #1995-172) of *Graham Commercial Center* by Ord. #4693. The plat was recorded at the Jackson County Recorder of Deeds Office by Instrument #1998I0084255 on October 23, 1998.
- November 1, 2001 – The Unified Development Ordinance (UDO) became effective and changed District C-1P to District CP-2 (Planned Community Commercial).
- October 6, 2016 – The City Council approved a rezoning for approximately 120 acres, from AG and CP-2 to PMIX and a preliminary development plan (PL#2016-135), for Paragon Star by Ord. #7987.
- January 18, 2019 – A final development plan (PL#2019-023) for Paragon Star Soccer Complex was submitted for review. The application is presently pending approvals.
- February 15, 2019 – A final plat (PL#2019-072) for Paragon Star, 1st Plat, Lots 1-4, and Tracts A & B was submitted for review. The application is presently pending approvals.

Analysis of Preliminary Development Plan

Paragon Star Village-Design Guideline Handbook.

A ‘Design Guidelines’ handbook has been provided which establishes the framework and overall vision of the Paragon Star Village plan. The handbook outlines and addresses the allowed building materials, transparency of window fronts, building articulation, site design, streetscape, amenity space, connectivity, and landscaping. The plan features five elements that include lodging, housing, recreation, office, and dining & entertainment. The development is adjacent to and connects to the proposed multi-sport playing fields (soccer fields) and associated concession buildings.

The palette of building materials is intended to provide a variety of texture, color, and form to achieve a cohesive, modern development. The building materials and colors include light and dark gray stone, textured architectural metal panels, fiber cement board cladding, stucco/E.I.F.S, storefront glazing, and brown faux wood sun shading applications.

Streetscapes are designed around wide walkways and ample pedestrian zones which are protected by large planting zones. A large amenity space ‘Paragon Star Plaza’, located in the heart of the plaza, is intended to be a place where visitors can view a concert, attend a festival, or just “hang out” after a soccer game. The design of outdoor space at the ground level includes furniture and fixtures that is complementary to the aesthetic of the plaza area.

The proposed landscaping and planting design utilizes a palette of robust native and adaptive species throughout the site creating a natural landscapes and combinations that will serve specific functions and uses.

Proposed Plan.

The plan is composed of a total of nine lots and six tracts on approximately 36 acres.

Medical Office Building. Lot 10



12. WEST ELEVATION MEDICAL OFFICE BUILDING

- 3-stories, 52'-height
- 60,000 sq. ft.

Apartment Complex. Lot 7



- 4-story structure, 50'-height
- 319,500 sq. ft.
- 390 dwelling units—overall total for Lot 5

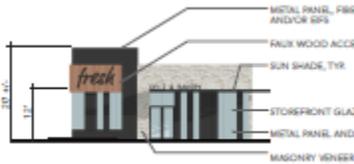
Retail/Restaurant/Apartments. Lot 7



1. SOUTH ELEVATION @ PARAGON PARKWAY RESIDENTIAL / RETAIL

- 4-story structure, 52'-height
- 35,350 sq. ft. retail/restaurant-1st floor
- 2nd -4th floors-apartments
- 390 dwelling units—overall total for Lot 5

Drive-thru Restaurants. Lot 15



7. WEST ELEVATION RESTAURANT

- 1-story structure
- 1,350 sq. ft.

Stand-alone Restaurants. Lots 12, 20



- 1 story, 20'-height; 1,800 sq. ft.
- 2-story, 40'-height; 14,500 sq. ft.

Retail/Restaruant/Office. Lot 9



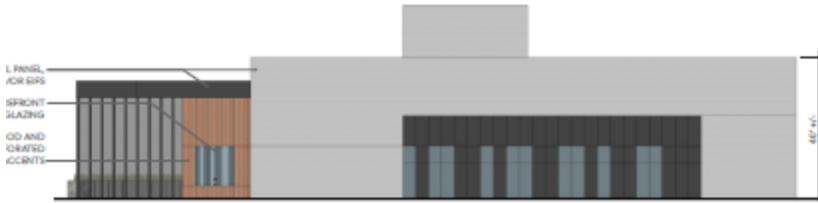
- 2-stories, 40'-height
- 35,000 sq. ft. retail/restaurant -1st floor
- 35,000 sq.f t. office -2nd floor

Hotels. Lots 18, 19



- 4-story, 55'-height
- 44,000 sq. ft.
- 5-story, 65'-height
- 72,000 sq. ft.

Entertainment Venue. Lot 11



10. EAST ELEVATION ENTERTAINMENT

- 1-story structure
- 12,000 sq. ft.

Shared Parking Model.

A shared parking model is proposed for this mixed-use development. Additional information and detail has been submitted supporting the shared parking concept. Staff supports the shared parking model as proposed.

PARAGON STAR VILLAGE SHARED PARKING MODEL								
Building	Use	Area/Unit	UDO	Market	Utilization		Market Demand	
					Daytime	Weekend/Evening	Daytime	Weekend/Evening
Building A	Multi-Family	390	665	519	100%	100%	519	519
Building A (1st Floor)	Retail	30,350	152	152	100%	100%	152	152
Building A (1st Floor)	Restaurant	5,000	70	67	70%	100%	47	67
		35,350						
						SUBTOTAL	198	737
Building B (1st Floor)	Retail	17,650	88	88	100%	100%	88	88
Building B (1st Floor)	Restaurant	17,350	243	231	70%	100%	162	231
Building B (2nd Floor)	General Office	35,000	140	140	100%	10%	140	14
		70,000					390	333
Building C	Medical Office	60,000	300	275	100%	15%	275	41
Building D	Live Entertainment	800	264	264	0%	100%	0	264
Building E	Restaurant	14,500	203	193	70%	100%	135	193
Building F	Restaurant	1,800	25	24	70%	100%	17	24
Building G	Hotel	134	134	134	50%	100%	67	134
Building H	Hotel	98	98	98	50%	100%	49	98
Building I	Restaurant	1,350	19	18	70%	100%	13	18

Multi-Family Housing Assessment

In 2017 the City contracted with Vogt Strategic Insights (VSI) to conduct a housing study to evaluate the future market demand for new rental multi-family housing developments within the City. VSI projected that Lee’s Summit will demand an additional 2,319 market rate units over the next decade.

The VSI study determined the demand for apartments in Lee’s Summit to be very strong. Typical overall market occupancy rate for conventional apartments in markets similar to Lee’s Summit was approximately 95%. At the time of the study the occupancy rate of surveyed projects in Lee’s Summit was 98.4%. A vacancy rate of less than 5% indicates that overall market demand is exceeding the supply of available rental housing options.

VSI concluded that the demand for rental housing in the Lee's Summit market area exceeded the available supply. The full text of the study may be found at https://issuu.com/cityofleessummit/docs/housing_needs_assessment_2017.

Projected Housing Demand for Market-Rate Units by Bedroom Type (2027)		
<u>Bedrooms</u>	<u>Suggested Share of Units</u>	<u>Supportable Units</u>
One-Bedroom	45% - 60%	1,050 – 1,400 units
Two-Bedroom	30% - 45%	700- 1,050 units
Three-Bedroom	5% - 10%	115 – 230 units
Total		2,319

Parking Setback. Modification requested. **Staff supports the requested modification.**

- Required – All parking lots shall be set back a minimum twenty (20) feet from any public right-of-way or private street edge of pavement. Parking lots shall be set back a minimum six (6) feet from the side and rear property line.
 - Required setback from the south property line is 20 feet
 - Required setback from the west property line is 6 feet.
- Proposed – The parking setbacks are met for the majority of the parking areas. The parking setback along the south property line and west property line have not been met.
 - Proposed parking setback for the south property line is approximately 9 feet. The northwest corner of the parking area along the west property line, the parking setback is 0 feet.
- Recommendation – Staff supports the proposed parking setbacks. The parking area to the south is adjacent to significant areas of green space (MoDOT ROW), which gives the appearance of a buffer and adequate separation distance from the Highway Ramp and I-470. The parking area along the west property lines is similar in that adequate separation exists from this parking area to the nearest roadway NW View High Dr.

Parking Lot Pole Lighting Height. Modification requested. **Staff supports the requested modification.**

- Required – All light fixtures on properties within or adjoining residential uses and/or districts shall not exceed 15 feet in height within the perimeter area. For purpose of this standard, the perimeter area shall be measured 100 feet from the property line closest to the residential use and/or district. Outside the perimeter area, the overall height may be increased to 20 feet, measured to the top of the fixture from grade.
- Proposed – Twelve (12) parking lot pole light fixtures mounted at 28 feet above finished grade along the southwest and south perimeter (View High Dr. and I-470) fall within the 100 foot perimeter zone.
- Recommendation – Staff supports the modification request. The site is unique in that it's separated from the neighboring residential properties by roadways, a river, and open space. The photometric plan submitted indicates a footcandle level of 0.0 at the property line limits

of this project. The UDO allows a maximum footcandle at an adjoining residential property line of 0.5 footcandles. The proposed lighting levels are well under the maximum footcandle allowance.

Building Materials. Conditional material requested. **Staff supports the conditional material.**

- Required – Masonry, concrete, stucco, and glass. Metal to be used only in an incidental role or architectural metal siding as approved by the Planning Commission and/or City Council.
- Proposed – Textured architectural metal panels have been proposed as part of the allowed building materials within the Paragon Star development material palette. As defined within the Paragon Star ‘Design Guidelines’, any metal panel application will not be industrial in nature (or what is commonly used on pre-manufactured metal building facades).
- Recommended – Staff recommends approval of the conditional material request to allow the architectural metal as shown and described within the ‘Design Guidelines’ handbook. As the quality of metal building materials has improved, the use of said materials has increased in the areas of commercial and residential construction. The other materials proposed include: stone, brick, textured architectural panels, faux wood, fiber cement board, and stucco/EIFS.

Access.

The primary access for the development is from View High Drive north of the I-470 interchange at a proposed multi-lane roundabout with Paragon Parkway. A secondary right-in, right-out (RIRO) driveway is proposed along View High Drive just north of the interchange, yet still located south of the Little Blue River box culvert crossing, to provide direct access into the southern portion of the “village” area. The location of the secondary driveway currently depicted on the plans crosses Jackson County-owned property, and thus will require cooperation between the applicant and Jackson County.

From the primary multi-lane roundabout, View High Parkway will be constructed to the northeast as a four-lane divided roadway. Another multi-lane roundabout located about one-quarter mile away from the Paragon Parkway roundabout will provide the most direct access to the soccer complex portion of the development.

Code and Ordinance Requirements

The items in the box below are specific to this development and must be satisfactorily addressed in order to bring the plan into compliance with the Codes and Ordinances of the City.

Engineering

1. All required engineering plans and studies, including water lines, sanitary sewers, storm drainage, streets and erosion and sediment control shall be submitted along with the final development plan. All public infrastructure must be substantially complete, prior to the issuance of any certificates of occupancy.
2. All Engineering Plan Review and Inspection Fees shall be paid prior to approval of the associated engineering plans and prior to the issuance of any infrastructure permits or the start of construction (excluding land disturbance permit).
3. All permanent off-site easements, in a form acceptable to the City, shall be executed and recorded with the Jackson County Recorder of Deeds prior to the issuance of a Certificate of Substantial Completion or approval of the final plat.
4. Certain aspects of the development plan will be further reviewed during the Final Development Plan phase of the project. This includes detailed aspects of the design to help

ensure that the plan meets the design criteria and specifications contained in the Design and Construction Manual.

5. Private parking lot shall follow Article 8 of the Unified Development Ordinance for pavement thickness and base requirements.

Fire

6. All issues pertaining to life safety and property protection from the hazards of fire, explosion or dangerous conditions in new and existing buildings, structures and premises, and to the safety to fire fighters and emergency responders during emergency operations, shall be in accordance with the 2012 International Fire Code.
7. IFC 903.3.7 - Fire department connections. The location of fire department connections shall be approved by the fire code official. Connections shall be a 4 inch Storz type fitting and located within 100 feet of a fire hydrant, or as approved by the code official.
8. IFC 507.5.1 - Where a portion of the facility or building hereafter constructed or moved into or within the jurisdiction is more than 300 feet from a hydrant on a fire apparatus access road, as measured by an approved route around the exterior of the facility or building, on-site fire hydrants and mains shall be provided where required by the fire code official.
9. IFC 507.1 - An approved water supply capable of supplying the required fire flow for fire protection shall be provided to premises upon which facilities, buildings or portions of buildings are hereafter constructed or moved into or within the jurisdiction.
10. D104.3 Remoteness. Where two fire apparatus access roads are required, they shall be placed a distance apart equal to not less than one half of the length of the maximum overall diagonal dimension of the lot or area to be served, measured in a straight line between accesses.
11. IFC 503.2.1 - Fire apparatus access roads shall have an unobstructed width of not less than 20 feet (6096 mm), exclusive of shoulders, except for approved security gates in accordance with Section 503.6, and an unobstructed vertical clearance of not less than 13 feet 6 inches (4115 mm).

Planning

12. All mechanical equipment and service areas shall be screened in accordance with the site design standards as outlined in Article 8, Section 8.180.E of the Unified Development Ordinance.
13. Sign permits shall be obtained prior to installation of any signs through the Development Services Department. All proposed signs must comply with the sign requirements of Article 9 of the UDO.

Attachments:

1. Transportation Impact Analysis prepared by Michael Park, dated April 18, 2019 – 4 pages
2. Preliminary Development Plan, date stamped April 4, 2019 – 22 pages
3. Traffic Study, submitted by GBA, date stamped July, 11 2016 – 17 pages
4. Traffic Design Memo, date stamped February 13, 2019 – 6 pages
5. Storm Water Drainage Study, date stamped February 15, 2019 – 10 pages
6. Design Guideline Handbook, date stamped April 4, 2019 – 16 pages
7. City of Lee's Summit Greenway Master Plan – 1 page
8. Rock Island Corridor and Regional Trail map – 1 page
9. PDP Criteria Response from applicant, date stamped April 4, 2019 – 1 page
10. Modification Request Letter, date stamped April 4, 2019 – 2 pages

11. Shared Parking Details, date stamped April 4, 2019 – 1 page
12. Alternative Parking Plan Data and Explanation, date stamped April 4, 2019 –2 pages
13. Location Map